Project Prioritization

U.S.Department
of Transportation

**Federal Highway
Administration**

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Y ou are participating in a training session sponsored by the U.S. Department of Transportation Federal Highway Administration (FHWA). It is part of a continuing educational series designed for tribal governments entitled *Transportation Decisionmaking: Information Tools for Tribal Governments*. The series offers modules in transportation planning, transportation programming, intergovernmental relations, safety, and asset management. This is shown in Figure 1.

Figure 1: Transportation Decisionmaking: Information Tools for Tribal Governments[1]
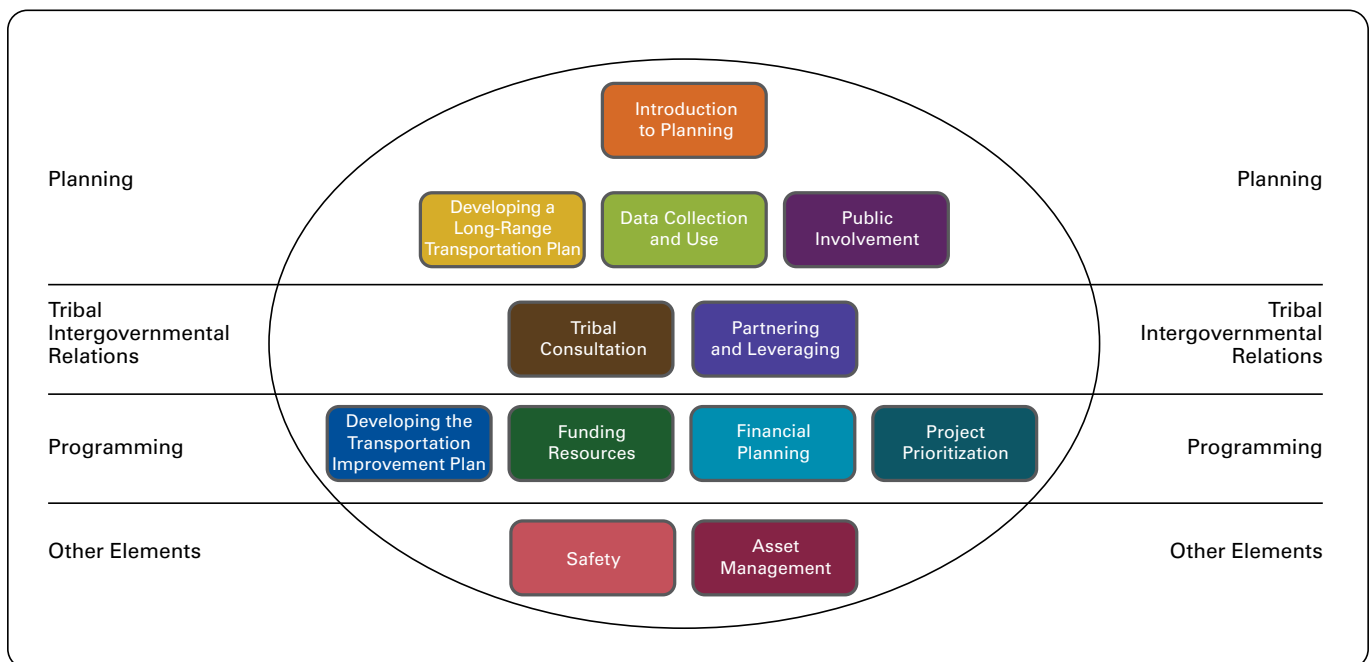
This module topic is **Project Prioritization. Let's begin!**

1 The *Transportation Decisionmaking Series* modules are available on the FHWA Tribal Planning Web site at http://www.tribalplanning.fhwa.dot.gov/training_series.aspx.

What is Project Prioritization? Project prioritization is the method for listing transportation projects critical to the success of the tribal transportation program in order of importance for implementation purposes.

Why is this important? Federal laws (23 USC and 25 CRF Part 170) require that projects funded through the Indian Reservation Roads (IRR) Program be prioritized. These laws are tied to funding.[2]

Project prioritization strengthens your ability to strategically plan and address tribal transportation needs. Your communication of needs to the Federal Highway Administration (FHWA), the Bureau of Indian Affairs (BIA), and the State department of transportation (State DOT) will be more effective when accompanied with a current and credible list of prioritized projects. These agencies routinely use these lists to determine where and when to allocate their resources and funds. Your presentation of a prioritized list will heighten opportunities for funding and partnership.

Who should participate in this training? Any person involved in tribal transportation planning.

How will I benefit? You will learn how to prioritize transportation projects.

How does this module relate to other modules in the training series? This module is closely aligned with five shown in Figure 1. They are:

- **Long-Range Transportation Plan**,
- **Tribal Transportation Improvement Program**,
- **Funding Sources**,
- **Financial Planning**, and
- **Partnering and Leveraging**.

This module has six parts:

I. Introduction: Topic description. *Practice While You Learn!*

II. How Do I Prioritize Transportation Projects? Step by step instructions.

III. Toolbox: Techniques for performing tasks.

IV. Checklist and Tips: Check list.

V. From Indian Country: A tribal example.

Appendices. For Further Reading. Title 25-Part 170 (Excerpt). Quinault Indian Nation Resolutions. *Practice While You Learn!* - One Possible Answer. Sample Sheets.

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2 A full description of the Federal laws are provided in Appendix A and B.

What can I expect from this module? This module explains the basic steps in project prioritization. Specific examples and instructions are given for each step. A toolbox and convenient check list are offered along with *Practice While You Learn!* in Figure 2. Here a hypothetical problem is presented. As you read through and study this module, consider ways to solve the problem. The final chapter highlights a successful project prioritization example from Indian country. The appendix contains a reading list, an example of a tribal resolution with prioritized projects and one possible answer to *Practice While You Learn!*

Figure 2: *Practice While You Learn!*

Transportation Project Prioritization

The projects below are referenced throughout the module to help you "Practice While You Learn" project prioritization.

- **Road A Project:** Road A is a primary access route. It carries 30% of daily traffic. The Long-Range Transportation Plan (LRTP) states Road A has not been improved in 30 years and is deteriorating. An upgrade is recommended. The community strongly agrees. The cost to improve is $1.1 million. The project may be eligible for IRR funds.

- **Bus Transit Service Project:** New elder housing has been developed and is in need of transit service to various facilities. The annual cost for service is $66,000. The project may be eligible for IRR and Federal Transit Administration (FTA) funds.

- **Recreational Trail Project:** There is a trail leading to a scenic view. The tribe would like to improve this trail to promote economic development through tourism. The trail is overgrown and rutted. A tribal member was recently injured there. The community strongly advocates for improvements to the historic trail. The cost to improve is $21,000. The project may be eligible for IRR and FHWA Recreational Trail funds.

The purpose of *Practice While You Learn!* is to apply your learning to a hypothetical problem as you study the contents of this module. You will find useful information and tools in your reading. At certain points, you will be asked if the lesson you have just learned will help solve the problem described here.

One possible answer to this problem set is also provided in Appendix D.


There are five basic steps. We will discuss each in detail but first, here is a summary:

Step 1: Identify Projects. Identify projects that are important to the tribe. Find them in the Long-Range Transportation Plan (LRTP). Also search in other plans you have that may address transportation, such as education, economic development and housing plans. Search any past project list developed by the tribe. Conduct field work and data collection to update the information for each project.

Step 2: Seek Public Input. Meet with the tribal community. Explain what you are trying to do. Listen to their feedback and comments. Which projects are most important to them? Why?

Step 3: Develop Criteria and Evaluation Measures. Prioritize or list the projects in order of need or importance. The most needed projects should be first and the least needed should be last. Use criteria to do this. You may request help to complete this task.

Step 4: Report Findings and Seek Consensus. Return to the community and/or the tribal governing body. Seek consensus on the order of the project list. This may take several meetings and may result in changes to your initial list.
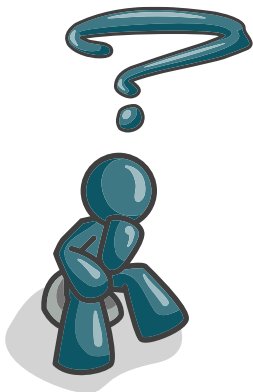
Step 5: Put It All Together. Finalize the prioritized projects and insert them into the Tribal Priority List, the Tribal Transportation Improvement Program (TTIP) or both. Submit this to the tribal governing body. Ask that a Tribal Resolution endorse the list. Ask that the resolution and list be transmitted to agencies for funding. This may include FHWA, BIA, and the State DOT.

Project Prioritization is the method for listing transportation projects critical to the success of the tribal transportation program in order of importance for implementation purposes.

A Project is an activity or service that will be funded and programmed to address the tribe's transportation needs.

The Long-Range Transportation Plan (LRTP) is a multi-year planning document that describes the tribe's transportation vision, goals, policies, and programs, usually over a 20-year period.

Tribal Transportation Improvement Program (TTIP) is a list of funded projects to be started within 3 to 5 years.
The Tribal Priority List is a wish-list of *all* funded and unfunded, long-term and short-term projects.

Should I develop both lists—the TTIP and the Tribal Priority List—or just one? That's up to you. A federally recognized tribe has the option of developing one or both. Be aware though that the TTIP is the more formal of the two, in design and purpose. TTIP projects get funding consideration. The Tribal Priority List projects may or may not. Which ever format you choose, be sure the projects are discussed and referenced in the LRTP. Table 1 shows the differences between the two formats.

Table 1. Differences between the Tribal Priority List and the Tribal Transportation Improvement Program

Tribal Priority List	Tribal Transportation Improvement Program
A list of all transportation projects that the tribe wants to pursue. • May or may not identify projects in order of priority • Is not financially constrained, meaning the projects may or may not be funded • Is transmitted to BIA and FHWA by official tribal action, unless the tribal government submits a TTIP (1)	A list of short-term and funded transportation projects that the tribe wants to implement. • Must be consistent with the tribal LRTP • Must contain all IRR funded projects, programmed for construction in 3 to 5 years • Must identify the implementation year of each project scheduled to begin in the next 3 to 5 years • May include other Federal, State, county, and municipal transportation projects initiated by or developed in cooperation with the tribal government • Will be reviewed and updated as necessary by the tribal government • Can be changed only by the tribal government • Must be forwarded by tribal governing body resolution or by tribally authorized action for funding to the BIA, which forwards to FHWA (1)
(1) If the tribe has entered into a Programmatic Agreement to work directly with FHWA, submission of the Tribal Priority List or the TTIP may bypass the BIA and be transmitted directly to FHWA.	

OK, How Do I Start?

Before you begin, understand that one size does not fit all. The process for prioritizing is as varied and diverse as tribal governments themselves. To ensure the process is successful, consider these five basic steps.

Step 1: Identify Projects

Begin with the LRTP, the most recent TTIP or Tribal Priority List and other important planning documents. In the LRTP and other documents, consider projects that are necessary to address the tribe's transportation needs. These should comprise your project list.

In the TTIP and/or Tribal Priority List, consider the status of each project listed. If any are completed, they should be removed. If any are still active, they should remain. Your objective is to update and add to this list, showing which projects are most needed, in descending order.

Conduct field work and collect data. Go to the project locations identified in the LRTP, TTIP, and other documents or lists. Document, through field notes and photography, the seriousness and the extent of the deficiency or need. Request supporting data and information from Federal, State, regional, and local sources to help describe the need. For example, if the LRTP identifies a deficient roadway, does the BIA or State DOT have a conditions survey to verify this? For each deficient location, collect as much information as possible. This will be invaluable further down the line.

Assemble your findings. Create a **Project Data Book**. Fill it with information (collected from your research) for each project. Organize the projects by function. For example, if there are roadways that are deficient, they could be placed in the category of "deficient roads" with photographs and descriptions for each project. If a project is intended to correct a safety problem, it could be placed in the "transportation safety" category. Continue this until all of the projects discussed in the LRTP, the TTIP, Tribal Priority List, and other important documents are categorized by topic. Use the Project Data Book as the go-to resource for any information on any project. A suggested example of a project sheet in the Project Data Book is provided in Appendix E.

Collect preliminary cost and funding information. Contact the BIA, the State DOT, or others such as the metropolitan planning organization (MPO) and your Tribal Technical Assistance Program (TTAP). Request assistance for estimating the cost to improve each project. Explain these are needed as planning estimates and do not have to be exact. Record the estimates for each project, and their source in the Project Data Book. In these discussions, ask about funding eligibility. Is the project eligible for tribal, regional, State, and/or Federal funding? What are the application requirements? When will funding be available? Will there be enough to cover every phase of the project? Would any of the transportation agencies consider partnering (sharing responsibility and cost) on the project?

Summarize your findings. Prepare a **Project Summary Sheet,** with columns and rows. The summary table should be a snapshot of all of the projects from the Project Data Book. Each column should be a topic. Each row should be a project. A sample is shown in Table 2 and a blank Project Summary Sheet is provided in Appendix E.

Table 2. **(Example) Project Summary Sheet**

Project Name	Location / Description	Improvement Needed	LRTP Pg. #	Est. Start Year / Duration	Status	Expected Funding Source	Est. Cost
Category: Public Transportation							
1. Bus Service	Route 52A serving reservation.	New route with 30-minute headways.	25	Start: 2013 Duration: 7 Months Design: 2 months Environmental review: 5 months.	On list for 5 years with no funding.	FTA 5311(c) grant	$12,000 - capital / $4,500 - annual operating.
2.							
Category: Transportation Safety							
1.							

Description of Table 2 Column Headings:

- **Project Name:** The official name of the project.
- **Project Location and Description:** The geographic location of the project and a description of the problem it is meant to solve.
- **Type of Improvement Needed:** Description of how the project will correct or solve the problem. This may be physical improvements (roadway resurfacing) or program services (new safety monitoring program).
- **LRTP Page Number:** Where the project is discussed in the transportation plan. If it is not in the plan, explain the steps underway for immediate inclusion.
- **Estimated Start Year / Duration:** An estimate on the year the project will start and how long it will take to complete. Be sure to consider time for planning and design, environmental review (if required), and construction.
- **Project Status:** Information on whether the project is already funded and underway.
- **Expected Funding Source:** The funding source(s) for which the project is eligible.
- **Estimated Cost:** A planning estimate of the full cost of the project and/or the cost for each phase.

> ### *Practice While You Learn!*
>
> Create a Project Data Book and Project Summary Table for the projects on page 3.
>
> Do you have enough information? Where will you go for any missing data?

Step 2: Seek Public Input

Listen to the Community. Once you have collected as much information as possible for each project, it is time to inform the tribal community of your intention to prioritize. Set meetings dates, locations, and times. Invite the community and tribal leadership, such as the planning commission, housing authority,

tribal governing body, and police officials. Use community media such as radio, newsletters or flyers to convey this information. Talk it up! Express enthusiasm in hearing the community point of view.

Conduct Organized and Informative Meetings. You should be prepared and knowledgeable in these forums. Transfer the key points from your work in Step 1 onto a simple, easily understood meeting handout. Use wall maps to pinpoint project locations. After you have explained your work, spend the remaining time listening to the community. Which projects are important and why? Should other projects be on the list? Conclude with a brief overview of your next steps.

TIP #1 If it is too difficult to bring the community to you—go to it! Set up a booth at a popular community festival or event. As tribal members pass by, have copies of the draft project list. Explain your work, and ask them to check the projects they most favor. Be sure to ask why a project is preferred over another. Tally the results.

TIP #2 Instead of a community event, consider a scheduled tribal governing body or planning commission meeting. Once permission is granted, advertise the event. Ask the governing body or commission members to invite the community. Summarize the discussion in the tribal newsletter, for example. Request feedback.

> ### *Practice While You Learn!*
>
> Prepare a meeting handout for the projects on page 3.
>
> How detailed should it be? What words or images will inform and motivate the community? Be creative!

Step 3: Develop Criteria and Evaluation Measures

You now have a list of projects with full descriptions resulting from your field work and information gathering in Step 1. You also know community preferences from Step 2. Next, you need to devise a method that:

- Supports the vision and policies of the LRTP.
- Reflects the values expressed by the community.
- Lists the projects in priority order.

The end result is a list of projects that are prioritized that reflect the community's values and are supported by the vision and policies that have been adopted in the Long Range Transportation Plan.

Seek Technical Assistance. Assistance may be needed to avoid working in a vacuum. One common technique is to create a Technical Advisory Committee (TAC) or an informal working group comprised of tribal officials and/or representatives from outside agencies. This may include officials in public works, engineering, transit, policy planning, and/or police; and outside agency officials from FHWA, BIA, the State DOT, MPO, and/or a TTAP. The members should be knowledgeable about the transportation planning process. Your charge to this group—of no more than 10 members—is to assist in identifying criteria for prioritizing.
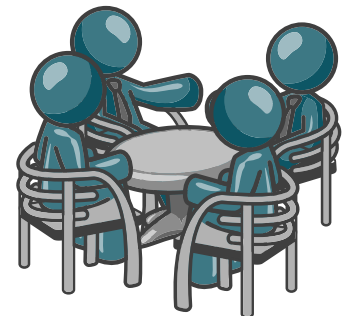
Develop Criteria. Criteria are community values and preferences. They are often used to determine the ranking order of transportation projects. Generic criteria cannot be applied because the needs of one community differ from those of another. For your work, the best strategy is to use the transportation policies in the LRTP as a starting point. Also use the policies from other relevant documents such as the land use, housing, education and economic development plans. Consider a mix of values:

- **Quantitative values** such as *improve safety* are easiest to measure. Here you could use traffic accident data or unsafe conditions described by the community.
- **Qualitative values** such as *supported by community* or *contribute to quality of reservation life* are subjective. Use the knowledge gained from Step 2.
- **Transportation planning values** are Federal requirements such as *discussed in the LRTP* or *funding eligibility*.

For the purpose of this training, one possible set of criteria, representing a mix of values, could be:

Quantitative Values

- Improve Safety
- Rebuild the Transportation Infrastructure
- Enhance the Environment
- Increase Mobility

Qualitative Values

- Supported by the Community

Transportation Planning Values

- Funding Eligibility
- Discussed in the LRTP

To help with scoring the projects, here is a sample of questions that may be asked for each criterion.

Criteria are values that reflect community or user preferences and needs.

Quantitative Values are measured or quantifi-able. They are usually numerical values, like degrees of temperature or amount of money.

Qualitative Values are descriptions or distinc-tions that describe the quality of a condition and its characteristics, such as type of weather on a certain day - sunny, windy, etc.
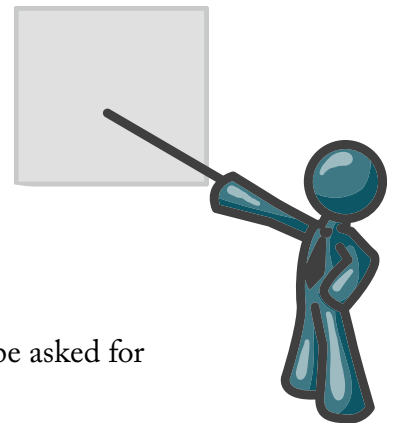
Sample Scoring Questions

Quantitative Values

Improve Safety:

- Is the project located in a high-accident location with a higher number of accidents than for similar facilities on the reservation?
- Will the project improve safety by reducing the number or severity of accidents on reservation roadways?

Rebuild the Transportation Infrastructure:

- Will the project maintain or improve a critical link in the transportation system?
- Does the project support an infrastructure improvement policy or goal in the LRTP?

Enhance the Environment:

- Will the project protect lands and the environment?
- Does the project promote public transit and ridesharing; or improve or expand pedestrian and bicycle opportunities?
- Will the project require extensive environmental reviews and documentation, which may result in a protracted and expensive start up?

Increase Mobility:

- Will the project serve members of the public without an automobile?
- Will the project facilitate access to jobs and/or health and community services?

Transportation Planning Values

Funding Eligibility:

- Is the project eligible for Federal, State, regional, and/or tribal funding?
- If a local match is required, does the tribal government have it?

Discussed in the LRTP:

- Is the project critical to achieving a LRTP goal or policy?
- Is the project tied to a planned action in the LRTP?

Qualitative Values

Supported by the Community:

- Has the community expressed support for (or opposition to) the project?
- Is the project critical to community well-being and quality of life?

Apply Evaluation Measures. To help determine the degree to which the project meets the criterion you've just selected, a numerical scale could be used with:

1 = Does not Meet Criterion

2 = Meets Base Criterion

3 = Meets and Exceeds Base Criterion

> **Evaluation Measures** determine the degree to which the project meets or measures up to a specific criterion.

While numerical ratings are often used, there are other defensible methods for decisionmaking. Plus (+) and minus (-) symbols could be used or, for example, a show of hands may suffice.

Whichever method you select, it should be easily understood and not subject to unintended interpretations. To be certain of this, put the rating system in writing. Be sure each TAC or advisory group member agrees to and understands the method before proceeding. It must be applied consistently by everyone. An example of how to document a numerical system is shown in Table 3.

Table 3. (Example) Defining the Rating System

Rating		Definition
1	Does Not Meet Criterion	The project does not address the issue or problem to be solved.
2	Meets Base Criterion	The project solves a specific problem at a specific location.
3	Meets and Exceeds Base Criterion	The project solves a specific problem at a specific location *and* significantly strengthens other elements of the tribal transportation system or program.

Rate Each Project Then Sum the Results. Assuming use of a numerical system, each TAC or advisory group member may rate each project (assign a 1, 2, or 3 for each criterion for each project) or it can discuss its preferences collectively and achieve majority rule with a show of hands. For a numerical system, once the ratings are done, each project has a numerical value for each criterion. The next step is to add up the values. This is shown in Table 4 for **Bus Service** which has a total value of "15."

Table 4. Numerical Ratings for Bus Service

Evaluative Criteria	Rating
Improve Safety	3
Rebuild Transportation Infrastructure	2
Enhance the Environment	2
Increase Mobility	3
Funding Availability	1
In the LRTP	1
Supported by the Community	3
TOTAL	15

In this example, the criteria with the highest ratings are *Improve Safety, Increase Mobility,* and *Supported by the Community.* The **Bus Service project** received a "3" meaning its responds to a specific problem and also offers an even greater benefit to the transportation program as a whole. For other criteria such as *Rebuild Transportation Infrastructure,* the **Bus Service project** received a "2," meaning its benefit is limited to the

specific location. For *Funding Availability* and *In the LRTP*, the project received a "1." This suggests the **Bus Service project** is not in the plan and funding looks bleak.

Once all of the projects are rated, those with the highest scores are at the top of the list, in descending order. This is shown in Table 5. The score for the **Bus Service project** puts it at the bottom.

Table 5. Numerical Rating for Bus Service compared to other Projects

Project Priority List	All Ratings
Project A	24
Project F	21
Project H	19
Project K	18
Project M	17
Bus Service	15

TIP #3 Consider weighted values when ranking projects. Sometimes, the value of one criterion may be of greater importance to the community than another.

Treating each criterion equally, as we did above, may not fully reflect community values. Consider adding more weight to criterion of greater or greatest importance. For example, if *Improve Safety, Enhance the Environment,* and *Funding Availability* are of utmost importance, you could double their weight by a factor of 2. When this was done for the **Bus Service project** its standing increased in the list, shown in Tables 6 and 7.

Table 6. Weighted Numerical Ratings for Bus Service

Evaluative Criteria	Initial Rating	Weight	Final Rating
Improve Safety	3	x 2	6
Rebuild Transportation Infrastructure	2	x 1	2
Enhance the Environment	2	x 2	4
Increase Mobility	3	x 1	3
Funding Availability	1	x 2	2
In the LRTP	1	x 1	1
Supported by the Community	3	x 1	3
TOTAL	15		21

Table 7. Weighted Numerical Rating for Bus Service compared to other Projects

Project Priority List	Ratings
Project A	30
Project F	28
Project H	25
Bus Service	**21**
Project K	18
Project M	15

Knowledge of the community, guidance from tribal leadership, and professional judgment will dictate whether weighting is required and how much should be attributed.

Step 4: Report Findings and Seek Consensus

Now that you have prioritized the transportation projects (Step 3), return to the community and report this work. Ask for feedback and agreement. Once comments are received, the prioritizations should be adjusted accordingly. Depending on the extent of these changes, other public meetings could be scheduled to ensure they reflect community preferences.

Step 5: Put It All Together

Use the final prioritized projects as the Tribal Priority List, the TTIP, or both. The TTIP should be financially constrained, meaning the first three years and all of the IRR projects have committed and verifiable funding. Be sure any funding or grant commitments for the project are in writing. Share this information when project prioritizations are reviewed. Submit the list to the tribal governing body. Ask for a **Tribal Resolution** endorsing it. Request the list and resolution be transmitted to funding agencies for inclusion in their TIPs. These may be the BIA, FHWA, State DOT, MPO, or other agencies with a stated interest.

Financially Constrained TTIP means the first three years of projects should have verifiable and committed funding sources. All of the IRR projects must have this.

TIP #4 Before approaching the tribal governing body, make sure the projects are supported in the LRTP and their descriptions are accurate. Also check with legal counsel to ensure projects on the TTIP or Tribal Priority List do not compromise tribal sovereignty.

TIP #5 Before approaching the tribal governing body, confirm the IRR projects are fully funded and the non-IRR projects are funded for the first three years. Be sure any funding or grant commitments for the project are in writing. Share this information when the project prioritizations are reviewed.

TIP #6 Any actions should be recorded in the **Project Data Book**. Keeping the journal current will assist in day-to-day management. The information, for example, will help with grant applications.
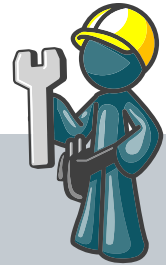
TIP #7 Did you know other transportation agencies and tribes also prioritize? If you have similar projects, consider partnering with them. Refer to the **Partnering and Leveraging** and the **Funding Resources** modules.

You now have a tool box of techniques and strategies for conducting project prioritizations. These are summarized here.

Project Prioritization Toolbox

Techniques and Strategies

- **Project Data Book:** Your field notes, photographs, research, history, cost estimates, communications, and funding commitments for each project. These may also include right of way status, average daily traffic, and crash data. See sample sheet in Appendix E.

- **Project Summary Sheet:** Your snapshot of all projects by category, describing project purpose, funding eligibility, LRTP status, estimated start year, and duration and estimated costs. See sample sheet in Appendix E.

- **Community Preferences:** Tribal community and leadership comments from meetings that you organized.

- **Technical Advisory Committee or Advisory Group:** A group of no more than 10 members from tribal government and/or outside agencies to assist with developing and applying criteria for prioritizing transportation projects.

- **Criteria for Project Prioritization:** A list of criteria for ranking transportation projects that best reflect the values of the community.

- **Evaluation Measures for each Criterion:** A rating method that shows how each project measures up to each criterion (community value).

- **List of Prioritized Projects:** A list of projects ranked by order of priority.

- **(Optional) List of Weighted Prioritized Projects:** A list of weighted projects ranked by order of priority.

- **Legal Opinion:** Opinion from legal counsel on sovereignty issues.

- **Tribal Resolution:** Tribal governing body action endorsing and transmitting the list and a resolution to BIA, FHWA and other funding agencies.

- **Partnership:** Consider partnering with other agencies to leverage your funds for needed projects of mutual interest. Review the **Partnering and Leveraging** and **Funding Resources** modules.

IV. CHECKLIST AND TIPS SUMMARY

The project priority list should be updated annually. As projects are completed and new ones are added, use the checklist below to review or renew your list.

✓	Project Prioritization Checklist	Date Done
Step 1: Identify Projects		
	Find projects in the LRTP, the current TTIP, the Tribal Priority List, and other documents with transportation policies such as land use, education and economic development plans	
	Conduct field work and information gathering on the projects and their status	
	Create and/or update the Project Data Book and Project Summary Sheet	
Step 2: Seek Public Input		
	Announce and advertise community meetings	
	Explain purpose with handouts and maps	
	Request community preferences	
	Incorporate community preferences in Project Summary Sheet	
Step 3: Develop Criteria and Evaluation Measures		
	Establish technical advisory committee or advisory group	
	Develop prioritization criteria	
	Develop evaluation measures	
	Rank projects by criteria	
	(Optional) Apply weighted criteria first, then rank projects	
Step 4: Report Findings. Seek Consensus		
	Report findings to tribal community and leadership	
	Adjust rankings based on comments, as necessary	
	Continue this until reasonable consensus is reached	
Step 5: Put It All Together		
	Finalize prioritized list into TTIP, Tribal Priority List, or both	
	Report to the tribal governing body. Request Tribal Resolution transmitted with list to funding agencies.	

#	TIPS SUMMARY
1	If it is too difficult to bring the community to you—go to it! Set up a booth at a popular community festival or event. As tribal members pass by, have copies of the draft project list. Explain your work and ask them to check the projects they most favor. Be sure to ask why a project is preferred over another. Tally the results.
2	Instead of a community event, consider a scheduled tribal governing body or planning commission meeting. Once permission is granted, advertise the event. Ask the governing body or commission members to invite the community. Summarize the discussion in the tribal newsletter, for example. Request feedback.
3	Consider weighted values when ranking projects. Sometimes, the value of one criterion may be of greater importance to the community than another.
4	Before approaching the tribal governing body, make sure the projects are supported in the LRTP and their descriptions are accurate. Also check with legal counsel to ensure projects on the TTIP or Tribal Priority List do not compromise tribal sovereignty.
5	Before approaching the tribal governing body, confirm the IRR projects are fully funded and the non-IRR projects are funded for the first three years. Be sure any funding or grant commitments for the project are in writing. Share this information when prioritizations are reviewed.
6	Any actions should be recorded in the Project Data Book. Keeping the journal current will assist in day-to-day management. The information, for example, will help with grant applications.
7	Did you know other transportation agencies and tribes also prioritize? If you have similar projects, consider partnering with them. Refer to the **Partnering and Leveraging** and the **Funding Resources** modules.

You have successfully completed the **Project Prioritization** training module!

Quinault Indian Nation

The Quinault Indian Nation (QIN) is a federally recognized tribe located in western Washington State on the Olympic Peninsula near the foothills of the Olympic Mountains. The QIN land use planner, Jonathan Ciesla, is responsible for reservation land use and transportation planning.

Project Prioritization

Quinault project prioritization was a four year process. It began with the updating of the policies of the Transportation Plan and the Transportation Element of the Comprehensive Land Use Plan. Discussions with the reservation communities and the Quinault governing body were required. A Project Priority List was prepared and then refined to capture American Recovery and Reinvestment Act funding. The final TTIP represents the steps followed by Mr. Ciesla. These are summarized here.

Transportation Plan and Comprehensive Land Use Plan. The Quinault Transportation Plan was approved by the Quinault Business Committee via resolution in June 2007.[3] The Plan identifies projects and services necessary for reservation transportation. The Transportation Element of the Quinault Comprehensive Land Use Plan complements and reinforces the findings in the Transportation Plan.

The projects from the documents, along with suggestions from the Tribal Community Services Division, were compiled by Mr. Ciesla and presented at three meetings to determine community preferences. These meetings were held in November 2007 and January 2008 with the Taholah, Queets, and Amanda Park reservation communities.

According to Mr. Ciesla, the meetings:

> "Allowed me as staff to take a list of projects to the reservation community to ensure what we were planning met the community's needs and, if we missed any priority, we could incorporate it. It was the final piece of the puzzle to guarantee adequate public involvement as we moved forward with government approval."

**Jonathan Ciesla,
QIN Land Use Planner**

Reservation community participation is documented in the Transportation Element of the Comprehensive Land Use Plan, which was endorsed by resolution in 2008.

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3 The Quinault Business Committee is the recognized governing body of the QIN under the authority of its Constitution adopted in 1975.

Project List. In March 2008, Mr. Ciesla presented the project list to the Quinault Business Committee. The committee selected its top five and directed Mr. Ciesla, via resolution, to prioritize the remaining projects with health, safety, and welfare criteria. Resolution 08-211-86 is shown in Appendix C. The projects recommended for additional prioritization are listed in Table 8.

Table 8. Remaining Projects to be Prioritized, QIN Resolution 08-211-85

Name	Village Effected	Project Description	Type	Source	Health	Safety	Welfare	Total
Accident Monitoring Program	Reservation	Accident database	Road	Plan	0	25	0	25
Sidewalk Assessment	Taholah	All sidewalks	Path	Plan, RW	0	25	25	50
Chip Seal	Reservation	10 miles	Road	RW	25	25	25	75
Bus Service	Reservation	Improve transit service on Reservation	Transit	Plan, PM	0	25	25	50
Industrial Park Roads	Reservation	PS&E	Road	RW	0	0	25	25
New High School Road	Taholah	PS&E	Road	RW	0	0	25	25
Rec Trails Task Force	Reservation	Commission Task Force	Path	Plan, PM	0	0	25	25
Speed—US101	Amanda Park	Reduce speed for safety	Road	PM	25	25	25	75
Transit Stop Restrooms	Amanda Park	PS&E	Transit	Plan	0	0	25	25
School House Lane	Taholah	PS&E	Road	Plan	0	0	25	25
SR109 Corridor Mgt Plan	Reservation	Staff support to GH COG	Road	Plan	0	0	25	25
Traffic Count Program	Reservation	Implement Program	Road	Plan	0	25	0	25
Tsa'lal Housing Roads	Amanda Park	PS&E Construct and Widen Roads	Road	Plan	0	0	25	25

Type:
Transit = Project dealing with public transportation
Road = Project involving creation, reconstruction, maintenance, or other work affecting reservation roads
Path = Project promoting movement of people through pedestrian and bicycle travel

Source:
PM = Public Meeting
Plan = QIN Transportation Plan 2007
RW = Project suggested by the Tribal Community Service Division

Prioritized Tribal Priority List.
As shown in Table 1, Mr. Ciesla applied a value of 25 to the projects that satisfied the health, safety, and welfare criteria set by the Committee. No additional value was assigned to projects that did not meet the criteria. This resulted in several projects with identical scores. To determine project priority in descending order, Mr. Ciesla sought assistance from an advisory group from the QIN Planning Department. This included the Community Development Manager, Economic Development Planner, Land Use Planner, and Office Manager. Together they applied knowledge of reservation needs, community preferences, and the policies of the Transportation Plan for final ranking of projects in descending order.

> **QIN Project Prioritization Four Year Time Line**
>
> **June 2007:** Approval of Transportation Plan by resolution
>
> **November 2007:** Project prioritization community meetings
>
> **January 2008:** Project prioritization community meetings
>
> **April 2008:** Approval of Land Use Comprehensive Plan—Transportation Element by resolution
>
> **April 2008:** Approval of initial project prioritization by resolution
>
> **March 2009:** Approval of Quinault ARRA-TIP by resolution
>
> **May 2011:** Approval of Quinault 2012-2015 TTIP by resolution

The group gave planning and data gathering projects lower priority than construction or other urgent physical improvements. Its work produced a prioritized Tribal Priority List, with the first five projects representing Business Committee preferences and the remaining representing community preferences and Transportation Plan recommendations.

American Recovery and Reinvestment Act (ARRA-TIP).[4] Before the Tribal Priority List was brought to the Business Committee, an opportunity for ARRA funding became available. Mr. Ciesla, with the Tribal Community Services Division, prepared a stand-alone ARRA-TIP using the Tribal Priority List and emergent projects, which were urgent and ready-to-go. The QIN ARRA-TIP was approved by the Business Committee via resolution in March 2009.

Tribal Transportation Improvement Program (TTIP). With the time sensitive ARRA-TIP done, Mr. Ciesla consolidated the Tribal Priority List and ARRA-TIP. He applied a cost estimate for each project for each year of TIP funding, using the tribe's BIA funding allocation for FY2011 as baseline. No inflation was added to future years. This produced the financially-constrained five year QIN TTIP. It is presented with the Tribal Resolution in Appendix C.

According to Mr. Ciesla:

> "Including my (Land Use Planner) position in the Resolution to provide any additional information to the BIA was strategic and a time saver. For its IRR-TIP, the BIA requires additional, technical information for each project. The clause (in the resolution) allowed me the ability to provide what is needed without interfering with the official policy or approval process."

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4 In 2009, the American Recovery and Reinvestment Act (ARRA) provided additional funding to tribal governments through the BIA IRR program. Only projects classified as "shovel ready" were eligible for funding.

Another objective was to achieve a balanced, multimodal approach. The TTIP includes road construction, transportation safety, transit services, pedestrian upgrades, recreational trail improvements, and emergency preparedness.

Transmittal. The Quinault Business Committee approved the 2011-2015 TTIP in May 2011 via Resolution 11-50-90 shown in <u>Appendix C</u>. The Tribal President formally transmitted the TTIP to the BIA.

In preparing the TTIP, Mr. Ciesla advised the key objectives were to:

> "incorporate all existing transportation project priorities into one document and financially constrain them based on past funding levels. I used un-inflated past funding levels to account for any changes that may or may not occur with the IRR funding and its formula allocation. We can always amend the numbers later."

Mr. Ciesla described his experiences in project prioritization as:

> "A useful education in how to bring concrete reality (public input and tribal agency needs) to the abstract process of policy and government approval. We now have a TTIP that is more than a requirement for funding. When implemented, we will have satisfied the Federal requirements and, most importantly, met the needs of the tribal community. It doesn't get more functional than that."

Chip seal improvement on QIN reservation road. The project was prioritized in the TTIP and recently completed.

Appendix A
For Further Reading

Appendix B
Title 25—Part 170 (Excerpt)

Appendix C
Quinault Indian Nation Resolutions

Appendix D
Practice While You Learn! - One Possible Answer

Appendix E
Sample Sheets

- TITLE 25—Indians. Part 170—Indian Reservation Roads Programs (see excerpt in Appendix B)

- Tribal Transportation Decisionmaking Series.
  http://www.fhwa.dot.gov/hep/tribaltrans/

- Tools for Land Use Planning, Federal Highway Administration.
  http://www.fhwa.dot.gov/planning/landuse/searchrst.cfm?typetool=004

- Indian Reservation Roads, Program Delivery Guide—A Manual for FHWA Program Agreement Tribes, Federal Highway Administration, 2008.
  http://flh.fhwa.dot.gov/programs/irr/documents/irr-program-delivery-guide.pdf

- FHWA Glossary of Terms—Planning.
  http://www.fhwa.dot.gov/planning/glossary/glossary_listing.cfm

- FHWA Glossary of Terms—Tribal.
  http://www.tribalplanning.fhwa.dot.gov/reference_glossary.aspx

TITLE 25—Indians. Part 170—Indian Reservation Roads Programs

Chapter I—Bureau Of Indian Affairs, Department Of The Interior
Subchapter H—Land And Water

Part 170—Indian Reservation Roads Program
Subpart D—Planning, Design, And Construction Of Indian Reservation Roads Program Facilities

Resolution 08-211-86: Approval of Tribal Priority List with guidance from Business Committee on top five preferences and criteria for more prioritization.

Quinault Indian Nation

POST OFFICE BOX 189 ☐ TAHOLAH, WASHINGTON 98587 ☐ TELEPHONE (360) 276 - 8211

QUINAULT BUSINESS COMMITTEE
RESOLUTION NO. 08 -211- 86

WHEREAS, the Quinault Business Committee is the recognized governing body of the Quinault Indian Nation under the authority of the Quinault Indian Nation's Constitution adopted by the Quinault General Council on March 22nd, 1975; and

WHEREAS, the Constitution of the Quinault Indian Nation authorizes the Quinault Business Committee to govern the Quinault Indian Nation through the engagement and regulation of all business activities within the Quinault Reservation and authorizes the Quinault Business Committee to lease tribally owned land; and

WHEREAS, Code of Federal Regulation 25 Part 170 states that for the tribe to use Indian Reservation Roads (IRR) dollars for transportation projects, these projects must be identified in a tribal priority list; and
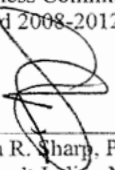
WHEREAS, the 25CFR170.420 states that a tribal priority list "...is a list of all transportation projects that the tribe wants funded. The list: (a) May or may not identify projects in order of priority; (b) Is not financially constrained; and (c) Is provided to BIA by official tribal action..."; and

WHEREAS, the previous version of Resolution 08-211-86 identified five (5) priorities of the Business Committee; however, priority one was a reflection of technical error; and

THEREFORE, BE IT RESOLVED, that the Business Committee amends Resolution No 08-211-86 to reflect the necessary changes as set forth; and

THEREFORE, BE IT FURTHER RESOLVED, that the Business Committee sets the following top five (5) priorities for the Tribal Priority list in order of importance: 1)McBride Road; 2) Camp 7 Escape Route; 3) Taholah Cemetery Road; 4) Quinault Tribal Highway; 5) Extension of west end of Queets Street (Taholah) to the new sanitary sewer lift station; and the remaining projects shall be organized by importance to the community's health, safety, welfare, and highest and best use.

THEREFORE, BE IT FURTHER RESOLVED, that the Quinault Business Committee accepts and approves Attachment A, as it conforms to the elevation of priorities by the Business Committee, as the official Quinault Indian Nation Tribal Priority List for the period 2008-2012.

Fawn R. Sharp, President
Quinault Indian Nation

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QUINAULT BUSINESS COMMITTEE
RESOLUTION NO. 11-50-90

WHEREAS, the Quinault Business Committee is the recognized governing body of the Quinault Indian Nation under the authority of the Quinault Indian Nation's Constitution adopted by the Quinault General Council on March 22nd, 1975; and

WHEREAS, the Constitution of the Quinault Indian Nation authorizes the Quinault Business Committee to govern the Quinault Indian Nation through the engagement and regulation of all business activities within the Quinault Reservation and authorizes the Quinault Business Committee to lease tribally owned land; and

WHEREAS, the Nation understands the compliance required under the Code of Federal Regulations (CFR) 25 Part 170 in order to expend Indian Reservation Roads (IRR) dollars for transportation projects; and

WHEREAS, the Quinault Indian Nation utilizes the IRR program to implement its transportation priorities; and

WHEREAS, 25CFR170 establishes the Tribal Transportation Improvement Program (TTIP) as a means to prioritize, financially constrain, and implement the IRR dollars for transportation projects; and

WHEREAS, the 25CFR170.421 states that a tribal transportation program "…(a) must be consistent with the tribal long-range transportation plan; (b) must contain all IRR Program funded projects programmed for construction in the next 3 to 5 years; (c) must identify the implementation year of each project scheduled to begin within the next 3 to 5 years…(e) will be reviewed and updated s necessary by the tribal government; (f) can be changed only by the tribal government; and (g) must be forwarded to BIA by resolution or by tribally authorized government action for inclusion into the IRRTIP; and

WHEREAS, Attachment A- QIN Transportation Improvement Program 2011-2015 meets the necessary requirements of 25CFR170.421 and financially constrains transportation priorities of the Nation over a five (5) year period; and

WHEREAS, the 25CFR170.424 regarding public involvement has been fulfilled by the Quinault Indian Nation Planning Department throughout the Quinault Indian Nation Transportation Plan 2006-2026 approval process and public hearings conducted for the Transportation Element 2008 update of the Quinault Indian Nation Comprehensive Land Use Plan; and

WHEREAS, it is in the Nation's interest to accept federal funds to implement IRR projects, and by accepting federal dollars, the Nation declares and acknowledges that it is in no way relinquishing or abrogating its sovereign authority or jurisdiction over IRR roads and retains any rights of exclusive use,

THEREFORE, BE IT RESOLVED, that the Quinault Business Committee establishes Attachment A- QIN Transportation Improvement Program 2011-2015 as the funding allocations necessary to implement the listed projects within the next 5 years;
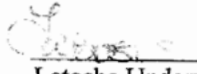
THEREFORE, BE IT FURTHER RESOLVED, that the Quinault Business Committee delegates the Land Use Planner to provide any additional information required to the Bureau of Indian Affairs for approval of a QIN Transportation Improvement Program 2011-2015.

_____
Fawn R. Sharp, President
Quinault Indian Nation

CERTIFICATION

As Secretary of the Quinault Business Committee, I hereby certify that the foregoing resolution was duly enacted by the Quinault Business Committee on the 9th day of May 2011, by a vote of __6__ for, __0__ against, __2__ abstaining.

_____
Latosha Underwood, Secretary
Quinault Business Committee

Attachment A- QIN Transportation Improvement Program 2011-2015

ID	Name	Description	Funding				
			2011	2012	2013	2014	2015
1	McBride Road	Resurvey of the existing road, right-of-way (ROW) acquisition as needed, and bringing road to a passable and safe standard.	$79,560	$186,000	$100,000	$50,000	$50,000
2	Camp 7 Escape Route	Resurvey of the existing road, right-of-way acquisition as needed, and bringing road to a passable and safe standard.	$1,000	$1,000	$20,000	$50,000	$50,000
3	Taholah Cemetery Road	Widening and paving the existing gravel road.	$1,000	$1,000	$1,000	$20,000	$20,000
4	Quinault Tribal Highway	The project needs to be fully planned out for proper implementation and will include assessment of existing work to date, survey and ROW acquisition as needed, and construction.	$1,000	$1,000	$1,000	$20,000	$20,000
5	Extension of Queets Street	Extending Queets Street in Taholah to the current sewage lift station.	$1,000	$1,000	$1,000	$20,000	$20,000
6	Reduce Speed Limit on US Highway 101	Traffic and speed study regarding US 101 through the Village of Amanda Park. If designated as a risk to public safety, work towards reducing the speed limit to best protect the public.	$1,000	$1,000	$1,000	$1,000	$1,000
7	Assessment of Reservation Sidewalks	Assessment of sidewalk conditions throughout Villages.	$1,000	$1,000	$1,000	$1,000	$1,000
8	Improve Transit Bus Service	Operating funding for the Nation's Transit service known as the Rez Racer.	$1,000	$80,560	$81,000	$82,000	$83,000
9	Recreational Trails Task Force	Assess, plan, and develop QIN Recreational Trails Plan, Network and Map	$1,000	$1,000	$1,000	$1,000	$1,000
10	Restrooms at Amanda Park	Establish temporary and long term solution to reduce public health hazard at this transit connection area.	$1,000	$1,000	$1,000	$1,000	$1,000
11	School House Lane	Resurface	$1,000	$1,000	$1,000	$1,000	$1,000
12	Tsa'lal Housing Road Improvements	Widen all routes to 26 feet and pave.	$1,000	$1,000	$1,000	$1,000	$1,000
13	Industrial Park Roads	Establish industrial roads	$1,000	$1,000	$67,560	$29,560	$28,560
14	Accident Monitoring Program	Establish a program to improve safety of Reservation road travelers.	$1,000	$1,000	$1,000	$1,000	$1,000
15	Traffic Count Program	Involves the coordination of Nation departments and outside government agencies to recognize data needs, identify areas of cooperation, and work towards cohesive outcomes.	$1,000	$1,000	$1,000	$1,000	$1,000
16	5th Avenue Reconstruction	Design, engineering, and construction of improvements to failing sections of 5th Avenue in Taholah.	$186,000	$0.00	$0.00	$0.00	$0.00
17	Road Maintenance	Ongoing road maintenance	$93,186.50	$93,186.50	$93,186.50	$93,186.50	$93,186.50

#	Project	Description	Community Preference	LRTP	Prioritization Criteria	Numerical Rating	Rank
1	**Road A Reconstruct**	• Surface deteriorating, no shoulders • High accident location • Carries 30% of reservation traffic • Primary access road • Estimated cost $1.1M	• Considerable concern • Long-term advocacy to reconstruct roadway	Pgs. 66 and 103: "Reconstruct Road A immediately."	Improve Safety	2	2
					Rebuild Infrastructure	3	
					Enhance the Environment	2	
					Increase Mobility	2	
					In LRTP: Policy #24	3	
					Supported by Community	3	
					SCORE	**15**	
2	**Tribal Bus Route Extension**	• 35% of households in NE without auto, mostly Elders • Service will enable access to jobs, services • Estimated cost $66,000/ annual	• Would prefer higher service frequency on mainline routes • Agree NE underserved but should not be priority	Pg. 28: "Extend tribal bus service to NE quadrant."	Improve Safety	2	1
					Rebuild Infrastructure	3	
					Enhance the Environment	3	
					Increase Mobility	3	
					In LRTP: Policy #11	3	
					Supported by Community	2	
					SCORE	**16**	

3	**Recreational Trail Upgrade**	• Upgraded link in trail system • Current link rutted, deteriorated. • Estimated cost $21,000/one time	• Strongly support • Long over due	Pg. 88: "Continue expansion of trail system."	Improve Safety	2	3
					Rebuild Infrastructure	2	
					Enhance the Environment	2	
					Increase Mobility	2	
					In LRTP: Policy #11	2	
					Supported by Community	3	
					SCORE	**13**	

Numerical Rating
1 = Does not meet criterion 2 = Meets criterion 3 = Meets and exceeds criterion

Also Consider:

- Why did the Bus Extension Project rank higher than the strongly community-supported Road A and Recreational Trail?

- Would the ranking order change with weighted criteria? How and why?

- Funding availability is missing. If this were added as a criterion, would there be a different outcome? Why?

Appendix E-1: Project Data Book (Sample Page)						
Tribal Official: Name/Title					**Initials:**	**Date:**
Project Name						
Project Location						
Purpose/Objective						
LRTP—Pg#/Policy					**Photo**	
LU Plan—Pg# Policy						
Other—Pg#/Policy						
TTIP Status		New:		Existing:		

PROJECT DETAIL

Road		Public Transportation		Non-Motorized	
Rte #		Rte #		Rte #	
Class		Ridership		Mode	
ADT		Ownership		Length	
Condition		Length		Width	
Accident History		Vehicle Type		Condition	
Length		# Stops		Volume	
Width		Frequency		Ownership	
Ownership		Other		Other	
Other					

Photo Description: Location and Date:

PROJECT FUNDING

Source/Status	
Eligibility	
Est. Start/Duration	
Partnership Status	
History	
Est. Project Cost	

TRIBAL COMMUNITY/GOVERNMENT ACTIONS

Community Comments/Actions	Date:	
Tribal Council Comments/Actions	Date:	
Tribal Resolution	Date:	

PROJECT RATING	Date:	Rating:	

OTHER (INFORMATION/DATA/ OBSERVATIONS)

Note: This page should be completed and kept current for each project considered for the TTIP and/or the Tribal Priority List.

Appendix E-2: Project Summary Sheet
(Sample Sheet)

Project Name	Location/ Description	Improvement Needed	LRTP Pg. #	Est. Start Year/Duration	Status	Expected Funding Source	Est. Cost
Category: Public Transportation Improvement							
1.							
2.							
3.							
Category: Transportation Safety Improvement							
1.							
2.							
3.							
Category: Roadway Upgrade							
1.							
2.							
3.							
Category: Pedestrian Walkway or Trail Upgrade							
1.							
2.							
3.							
Category: Bicycle Route or Trail Upgrade							
1.							
2.							
3.							
Category: Tribal Transportation Program or Service Improvement							
1.							
2.							
3.							

Note: This sheet should be completed and kept current. It should serve as a quick reference and summary of all projects considered for the TTIP and/or the Tribal Priority List.